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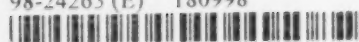
**Triennial comprehensive policy review of operational
activities for development of the United Nations system**

Report of the Secretary-General

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I. Background and context

1. The present report has been prepared in accordance with General Assembly resolutions 50/120 of 20 December 1995 and 52/203 of 18 December 1997 and Economic and Social Council resolution E/1998/L.43. It contains an analysis and assessment of the implementation of policy directives of those resolutions and recommendations of the Secretary-General. The aim of the present report is to review relevant issues arising in the implementation of Assembly resolution 50/120 and related resolutions. To obtain the broadest possible range of views on the issues, questions were submitted to recipient countries, major donor countries, the resident coordinator system at the country level and the organizations and bodies of the United Nations system at their headquarters.¹ One innovation in methodology has been the conduct of impact evaluations, in accordance with paragraph 56 of Assembly resolution 50/120.²

2. The current triennial policy review provides an opportunity to chart the course of the operational activities of the United Nations system into the first years of the coming millennium. Although previous reviews (the process was started 20 years ago by the Assembly in its resolution 33/201 of 29 January 1979) have focused on specific operational issues, the current context requires a broader approach. In recent years, the range and diversity of operational activities have increased considerably in response to the growing diversity of situations and demands facing the United Nations system. At the same time, mandates and tasks are being implemented in a more holistic manner as the linkages between the various dimensions of development are better understood. Activities in support of peace, humanitarian assistance, rehabilitation and development are being programmed in a mutually reinforcing way, and on the basis of initiatives supported by ACC under the leadership of the Secretary-General. International conferences that have produced a broad consensus on development goals and policies are being followed up by the system increasingly on the basis of common objectives and coordinated programming at the country level, as described in the report of the Secretary-General on the integrated and coordinated implementation and follow-up of major United Nations conferences and summits (see E/1998/19, sect. II. A), and as reviewed at the Council's session on that topic of 13–15 May 1998, and in Council resolution E/1998/L.42.

3. Development cooperation operates increasingly in a context of interdependence among nations due to globalization and interdependence of such issues as private capital flows, transforming new technologies and

communication. Developing countries need United Nations system support and assistance to enhance their capacity to integrate into a globalizing world economy. An underlying priority is poverty eradication, particularly the feminization of poverty, and related economic and social issues, including population, health, food security, education and environmental impact. Cross-cutting themes, such as finance, trade, science and technology and human resource development as well as human rights, gender, children and governance, shape the orientation of nationally determined priorities supported through operational activities for development. Many developing countries are engaged in far-reaching political and economic reforms, and are asking for United Nations system support to that end. Within the system, renewed effort is being made to link research, normative and operational activities. Traditional approaches to technical and financial assistance are being replaced by more flexible approaches based on learned experience that link financial assistance more directly to capacity-building. The system is paying increased attention to upstream policy and advocacy functions, is replacing the project approach with the programme approach, and is supporting, when requested, appropriate forums and mechanisms, such as round tables that facilitate and guide a policy dialogue among the partners in the development process. In so doing, the system is not only contributing to a more effective integration of external assistance with national priorities but is also better able to respond to national requirements in a more effective and comprehensive way. Moreover, the number of countries in special situations has grown. United Nations system intervention in those countries has to be qualitatively different from intervention in societies in a state of relative stability. The role of the United Nations system in countries in transition also requires an approach that is best suited to their specific circumstances and needs.

4. The growing range and complexity of demands for United Nations system operational activities make it increasingly necessary for the United Nations development system to deepen its relations not only with Governments but also with society at large. In particular, the system's effort to contribute to the integrated implementation, at the national level, of global plans of action, combining advocacy with specific operational activities, can only succeed if countries perceive the United Nations development system as an integral instrument in their development effort, which should include strengthened relations of the system with all relevant development constituencies, and has also required the introduction of new and more flexible coordination and programming processes.

5. The heterogeneity of the operational context of development cooperation is increasing, posing the twin challenges to the system of enhancing its flexibility and responsiveness to specific national development requirements, while at the same time enhancing the overall coherence of its operational policies to achieve optimal use of resources and greatest impact. The wide variation in the volume of assistance provided through the system to different countries requires differing approaches and points of entry tailored to each country situation. Initiatives being taken to that end by individual organizations and agencies of the system, as outlined in the present report, are being accompanied by a renewed effort on the part of the system as a whole to adapt its overall approaches to development cooperation in the new international context, and to ensure that the reform processes under way result in a qualitative strengthening of the overall coherence and impact of the United Nations development system. Indeed, many of the major new cross-cutting challenges facing the system do not fall into one stated mandate but rather cut across more than one mandate; they can only be addressed collectively and in a coordinated manner. The review needs to reflect this operational context.

6. An important part of its outcome must be to enable and empower representatives at the country level to be more flexible in the design and delivery of operational activities. The new challenges facing nations and the international community require the organizations of the system to network with a variety of national partners and to adjust policies and programming, as well as methods of working and country-level presence and expertise, to different national requirements.

7. The reform programme encompassing the United Nations as a whole, including its programmes and funds, is beginning to have a major impact on the effectiveness and relevance of United Nations operational activities. Other agencies and organizations are undergoing far-reaching reforms. In addition, they are increasingly engaged in contributing to the effective implementation of the Secretary-General's reform programme, particularly in the practical, day-to-day operational context at the country level. The system is thus in a state of transformation, and can be expected to be better placed to meet a wider range of development challenges in more varied national contexts. The triennial review will need to take fully into account the momentum generated by the reform process, which constitutes a solid platform for achieving greater efficiency, coherence and effectiveness. Moreover, the triennial review will need to take fully into account the cross-cutting issues

requiring country-level follow-up to major United Nations conferences and summits.

8. There is a clear and urgent need to reverse current declining and stagnant funding trends, particularly in the area of core resources. The note by the Secretary-General entitled "United Nations reform: measures and proposals concerning core resources for development" (A/52/847) contains recommendations on multi-year pledges and other measures. The note indicates that recent trends in core funding are disturbing and may eventually affect the capacity of the United Nations to discharge its development cooperation mandate precisely at a time of broad consensus achieved at the recent cycle of global conferences on the principal dimensions of United Nations system support to national and regional development. The demands placed on operational activities have increased, including (a) capacity-building through institutional and human resource development in strategic sectors and areas of priority to enable developing countries to integrate better into the world economy; (b) translating internationally agreed goals and objectives emerging from conferences into concrete programmes at the country level with poverty eradication as a major underlying objective; (c) helping to establish social safety nets for the most vulnerable groups during periods of economic adjustment; and (d) responding to the new political, humanitarian and socio-economic needs in a growing number of countries. Furthermore, the efficiency, coherence and impact of United Nations system development cooperation would increase markedly with the availability of adequate levels of funding, particularly core resources, which represent the central building block for sustained development support by the system. This is confirmed by the six impact evaluations covered in the next section. Agreement on sustainable funding strategies by the executive boards of the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) is vital to the future course of operational activities. It is essential that immediate and effective steps be taken to achieve greater predictability in voluntary funding of core resources.

Recommendations

9. The General Assembly may wish to take note of the considerable progress in the implementation of its resolution 50/120 as concerns improvements in the coherence, effectiveness and efficiency of the operational activities of the United Nations system. The link between implementation of the resolution and the Secretary-General's reform initiatives in operation activities should be recognized. The

General Assembly may wish to identify areas where further progress is required, as indicated in various sections of the present report. In so doing, it may wish to take into account the new and changing context of operational activities, as described in the preceding section, and to encourage further reforms of the operational activities for development of the United Nations system, based on lessons learned and by addressing changes both at headquarters and the country level, bearing in mind that the ultimate impact of these changes must take hold at the country level. Thus, the Assembly may wish to call for measures that can be supported by the requisite resources and support mechanisms to permit their rapid and global implementation. Local requirements for flexibility should be fully respected, and maximum delegation of authority in the application of new measures should be ensured. Further measures should build on progress made and on provisions for a sustained effort to permit change to take hold.

10. The General Assembly may wish to stress the importance of more effective collaboration among all development actors. Thus, collaboration should encompass the programme countries, the United Nations system, including the Bretton Woods institutions, other multilateral and bilateral donors, non-governmental organizations and the private sector. The comparative advantage of the United Nations system, particularly in the formulation of internationally agreed norms and targets and their translation to the country level, should be fully used and synergy within the system should be promoted. The responsibility of the programme country to coordinate external assistance should be recognized at all times, and appropriate capacity-building should be supported by the system, if requested.

11. The General Assembly may wish to address the issue of achieving greater coherence within the system in the provision of policy guidance on programme priorities matters by various intergovernmental bodies. Under the overall guidance of the General Assembly, periodic review of policies adopted in the area of operational activities should be undertaken at the operational activities segment of the Economic and Social Council to ensure the coherence and consistency of policies with the policy guidelines established by the General Assembly in the triennial comprehensive policy review.

12. The General Assembly may wish to take fully into account the current context of operational activities, marked by increasing attention to issues arising from greater globalization and the emergence of a range of cross-cutting issues requiring the development of policies and strategies for a better integration of programme countries into the world economy through capacity-building, including in the

areas of finance, trade, science and technology and human resource development, as well as institutional reforms. It may also wish to address policy issues at an upstream stage of development cooperation, including advocacy as mandated as a result of various United Nations conferences. Therefore, the Assembly may wish to endorse measures that lead to greater coherence of the system's response, including effective linkage between research, standard setting and operational dimensions in development cooperation.

13. Intergovernmental bodies, including the Economic and Social Council and the boards of the funds and programmes, could be invited to ensure the complementarity and mutual support of the activities of various organizations, bringing the normative and operational dimensions of operational activities effectively to bear on all national and regional development cooperation activities.

14. The General Assembly may wish to reiterate the importance of coordination among United Nations entities for maximum effectiveness and impact in the implementation of its policy guidelines emerging from the triennial policy review, and may wish to request that actions for implementation, and the initiation of related reporting to be submitted by the Secretary-General should be undertaken in close cooperation and coordination by ACC and its standing committees.

15. Since the triennial comprehensive policy review of operational activities for development of the United Nations system is both an event and a process, the General Assembly may wish to call for a sequence of benchmarks for the Secretary-General's reports and Council deliberations in the years 1999 and 2000, in preparation for the next triennial review in 2001. This sequence should be based on (a) the analysis and recommendations on the implementation of policy guidance by the Assembly; (b) the evaluation reports on capacity-building and the eradication of poverty; (c) identification of effective responses to new and emerging issues. In accordance with the request of the Economic and Social Council in its resolution 1998/42, the following possible themes are being suggested for the consideration of the General Assembly and for an eventual discussion at the Council's working-level meetings of operational activities segment for the years 1999, 2000 and 2001. Undoubtedly, these themes will need to be reviewed in the light of the outcome of the triennial policy review at the organizational sessions of the Council. Both in 1999 and 2000, the Council will receive an annual report of the Secretary-General on operational activities that will take fully into account the provisions of the recently adopted Council resolution 1998/27 on reporting of the United Nations funds and programmes to the Economic and Social

Council. In addition, in each year, a progress report should be provided on the implementation of key provisions of General Assembly resolutions 47/199, 50/120 and the upcoming resolution on the triennial policy on issues, covering such areas as resources, strategic frameworks and programming, field-level coordination, capacity-building and national execution, as well as the role of operational activities in humanitarian assistance, rehabilitation, peace-building and development. Increasingly, these reports should also provide the results of impact evaluation studies that deal with results achieved in supporting national implementation of follow-up to United Nations conferences and summits through operational activities. In 1999, it might be desirable to provide a first set of results achieved in the area of gender in development and poverty eradication. In 2000, other areas might be retained, including human development and sustainable development. The theme for the year 2001 should focus on forward-looking perspectives of development cooperation, with a focus on identifying new and emerging dimensions of development cooperation within the United Nations system.

16. All measures called for in the triennial review by the General Assembly should become part of a management plan prepared under the authority of the Secretary-General in consultation with the United Nations system. It should include appropriate monitoring mechanisms, including through appropriate intergovernmental bodies, and should identify evaluation and monitoring reports as inputs to the Secretary-General's annual report to the Economic and Social Council on operational activities, as mentioned in paragraph 15 above.

17. Bearing in mind its role in relation to the Economic and Social Council, the specialized agencies and the executive boards of the United Nations funds and programmes, the General Assembly may wish to request other intergovernmental bodies concerned to address the implementation of its resolution and to provide information to the Secretary-General for inclusion in the report on the implementation of General Assembly policy guidelines to be submitted to the Council, as indicated above.

II. Impact of operational activities³

18. In accordance with paragraph 56 of General Assembly resolution 50/120, six evaluations were undertaken to address (a) the impact of United Nations system support on capacity-building of national processes and organizations between 1980 and 1995; (b) the evolving ability of the United Nations system to develop common approaches to

priority issues; (c) the learning of lessons on how issues of building capacity for development can be addressed; and (d) the continuing need to refine evaluations and – where necessary – monitoring to serve the ever-widening scope of operational activities. This was a first attempt to assess the impact of operational activities on a system-wide basis.⁴ Three evaluations focused on capacity-building in basic health and education; the other three focused on capacity-building related to transfer of technology, peace-building and environment.

19. The reports show that capacity-building evolved both as a concept and in practice between 1980 and 1995, and the evaluation criteria need to reflect that evolution. Originally called "institution-building" it meant improving individual public sector organizations through training and transfer of techniques. By the mid-1990s, a broader concept, "capacity development", defined such organizations as parts of larger systems that needed improvement.

20. The evaluations point to a sense of instability and fragility permeating much of the public sector, which was often no longer the principal deliverer of social services. They show that effective national development depends heavily on the effectiveness of a country's organizational infrastructure, and that the inability to implement plans and programmes effectively could nullify the impact of sound strategies and policies. Thus, capacity development is no longer seen as being subsumed under other project and programme objectives but instead is being identified as a specific objective requiring the dedication of resources to achieve it.

21. Traditional factors that according to the evaluation reports enable the United Nations system to have an impact in this area include its perceived independence, impartiality and balance in its handling of issues. Because of the continuity of its presence at the country level, the United Nations system develops an understanding of evolving circumstances that helps it to adapt its approaches. More recently, the United Nations system has been acting locally as a convenor of various development partners to help address capacity-building issues, complementing its role as a forum for Member States on global issues, in particular follow-up to global conferences.

22. The reports confirm that the degree of coherence and collaboration within the United Nations system can be a crucial factor for positive impact, particularly if several organizations are involved, as on such issues as health or human resource development. This fact notwithstanding, the experience in building capacity in the telecommunication sector in one country demonstrates that high quality

technical support from a small technical agency can have a very considerable positive impact on the development of a country. In general, the evaluations suggest that operational activities are effective in handling cross-cutting issues, such as capacity-building where the organizations of the United Nations system work with the Government on a common set of goals, mutual expectations and limits, which gives their technical competence and advocacy roles an opportunity to be most effective.

23. Among the other factors identified by the reports that account for the varying levels of impact of the United Nations system are (a) civil and political stability; (b) appropriate degrees of decentralization or centralization of national capacity; (c) technological specificity in the capacity required and degree of competition affecting the institutions or entities concerned; (d) ability of countries to deal overall with the effects of policy reform; (e) national ownership; and (f) an effective analysis of the requirements to develop fully operational capacity. Of these factors, (a) and (e) appear to be of particular relevance.

24. Reasons for lack of positive impact identified by the evaluations include proliferation of effort over too many projects; pressure to undertake projects recommended by individual entities with the United Nations system, with the number and diversity of proposals going beyond the country's managerial capacity; and failure to build sustainability into project design and transfer ownership and accountability. The picture presented by the evaluation reports is more complex, and shows a variability not reported separately by resident coordinators, specialized agencies and individual funds and programmes in their responses for the present report.

25. Impact was seen in different forms, time-frames and levels, reflecting both the diversity of areas for which Governments sought United Nations system support and the changes in the concept of capacity-building, as well as the way United Nations support to capacity-building has evolved. In six countries examined by the evaluation reports, some positive impact was found in all, though to differing degrees.

26. One evaluation showed that there was an evolution from direct support to institutions to capacity-building through policy advocacy. Although the latter is more difficult to evaluate in terms of specific outcomes, it nevertheless exemplified an important area of assistance by the United Nations system. Other evaluations showed that United Nations system support helped to translate internationally agreed concepts into national policy and helped to readjust capacity-building to meet new and

changing policy environments. In one case, institutional capacity developed with United Nations system support was eventually bypassed as new approaches to health programmes were being introduced. However, the United Nations system was able to adjust its operational activities to help empower local initiatives to manage community-based health services.

27. One evaluation found that capacity-building support to meet the changing needs of telecommunications had considerable positive impact. Moreover, with a small amount of funding, the United Nations system helped to bring the country into the world informatics market and the multiplier effect was extraordinary. One essential lesson, which has broad implications, emerges very clearly from that dynamic experience. In that country, support was given to creating different parts of a parastatal telecommunications institution to meet the growing needs of the sector. The institution served its purpose, and eventually developed into other institutions suited to meet evolving requirements.

28. Another evaluation found that the United Nations system helped to set up institutions, such as the national ombudsman, civil police academy and public security. However, those institutions are still fragile and are just beginning their own process of development. To ensure the full development of this capacity for the protection of human rights, justice, and public security, sufficient support and time will be required.

29. In one country, it was judged that the majority of capacities developed with United Nations system support had yet to demonstrate clear impact. Concern was raised over the administrative burden on the Government imposed by the large number of projects supported by the United Nations system. Moreover, only two of the agencies involved in the country were judged to have systematic documentation of initiatives and lessons learned to allow institutional memory. Indeed, that absence of an adequate institutional memory at the country level was brought out by several other evaluations: where key data are not systematically collected, analysed and the results fed into programming, an assessment of impact becomes very difficult. Although the evaluation found some impact on the development of strategic capacities at the national level, the overall cost-effectiveness of United Nations system support to capacity-building was judged as not having been established.

30. The evaluation reports show that United Nations system activities were able to prepare conditions for larger programmes to be implemented (for examples of the role of the United Nations system in innovation, testing and

demonstration, which illustrate the multiplier effect of operational activities, see the paper mentioned in footnote 3).

31. The evaluations show that a major factor for achieving positive and sustainable results is the availability of a critical mass of financial resources in order for the national programmes which the United Nations system is supporting to be effective. As more than one report notes, having recorded the achievements of United Nations system support to national capacity-building, capacities so created are vulnerable to resource uncertainties. This holds regardless of whether these resources come from within the United Nations system, or from national or other external sources.

32. In conclusion, the pilot impact evaluations suggest that United Nations system support to capacity-building has had a positive impact in the selected sample. That impact is often direct and immediate but sometimes, subtle, diverse and long-term, and noticeable only as changes set in motion. The conduct of the six evaluations provides the basis for a more in-depth analysis of a larger sample with more refined techniques.

Recommendations

33. This pilot exercise has produced useful results and should be repeated on a more extensive scale covering a larger sample of countries.

34. All major capacity-building programmes supported by any parts of the United Nations development system should have simple explicit indicators of performance as well as baseline data built into the programme before being approved.

35. Capacity-building requires a more systematic approach within the United Nations system. Among the steps needed is for the system to agree on country-level targets and indicators. This will require dedicated work by subject and country specialists, and should be linked to the country strategy note/UNDAF processes. Programmes dealing with advocacy should be particularly explicit about the national, regional or local capacities that they are endeavouring to support or expand.

III. Follow-up to global conferences and the role of the resident coordinator system

36. It should be recalled that in paragraph 39 of General Assembly resolution 50/120, the Assembly reaffirmed the important role of the resident coordinator system in the follow-up to United Nations conferences and summits. At its recent special session in May 1998, the Economic and Social Council reviewed progress in this respect, including on the basis of a separate report (E/1998/19) on the integrated and coordinated implementation and follow-up of major United Nations conferences and summits prepared in response to Council resolution 1997/61, with a special focus on country-level implementation. The resident coordinator system is increasingly focusing on integrating the follow-up to global conferences in differing national contexts. The analysis of responses from the field contained in addendum 1 to the present report (A/53/226/Add.1) indicates that the resident coordinator system is devoting a large part of its attention to this subject task. It may be helpful in future to focus evaluation studies on the link between global conferences, the resident coordinator system and results achieved at the country level. Furthermore, the mid-term reviews of the various conferences are providing a comprehensive picture of results achieved. The impact studies carried out in the context of the preparation of the present report indicate linkages in this respect.

37. Governments are the key actors in the implementation of global conferences, and the United Nations system has a supportive role to play as a facilitator, especially through the resident coordinator system, promoting policy dialogue and linking it with the programming of operational activities for development. A key concern in implementing conferences is to take into account country-specific situations and national priorities, as well as the specific mandates and capacity of each United Nations system organization. Therefore, a first important step of programming United Nations system support is increasingly a situation analysis conducted by the resident coordinator system and the Government which deals with how national policies and priorities support conferences goals and with the effectiveness of the institutional mechanisms for follow-up and monitoring. The introduction of the common country assessments can facilitate that task.

38. Thematic groups are a main instrument for coordinated United Nations system support for conferences implementation by the Government. Such groups are being established in many countries. However, their capacity to

facilitate a coordinated approach to follow-up to global conferences varies, in particular their capacity to address cross-cutting themes of conferences. ACC has called upon the United Nations system to utilize fully mechanisms, such as the country strategy note and UNDAF, to support the development of national strategies and action plans for integrated conferences implementation based on national priorities. The country strategy note and UNDAF represent important opportunities to establish links between programming instruments and implementation of conference goals. The critical need for relevant indicators to monitor the implementation of conferences at the country level should also be emphasized, and should be integrated in the use of such tools as the common country assessment, the country strategy note and UNDAF, in coordination with the efforts that the United Nations system and other international organizations are making in this area.

39. Lack of financial resources and limited national capacities remain major obstacles to the follow-up to global conferences at the national level in many countries. Capacity-building initiatives are thus a main priority. Guidelines of ACC task forces and ACC guidance for the follow-up to global conferences are useful tools for enhancing the efforts undertaken by United Nations country teams for conference implementation. The annual reports of the resident coordinators could be used more fully as a monitoring tool and to disseminate best practices. Partnership and cooperation between the United Nations system and the Bretton Woods institutions is being further enhanced in conference follow-up, in close consultation with the Government.

Recommendations

40. Operational activities should be increasingly focused on providing support in the coordinated follow-up to global conferences. Internationally agreed strategies and targets should be integrated into operational activities, as determined by each programme country. The effective integration of gender issues and other key cross-cutting issues into operational activities (including social impact assessment through such mechanisms as the common country assessments introduced by the United Nations funds and programmes) and the establishment of common databases should become a priority. Progress made in these areas should be reviewed periodically.

41. National capacity should be developed, where required, to ensure follow-up to global conferences. As indicated in the recommendations on funding and resources, the required funding must be made available to enable

operational activities to support national and regional action in follow-up to global conferences.

42. The tools for the resident coordinator system and operational activities for the coordinated follow-up to conferences should be implemented fully and their use assessed periodically. These tools should support the policy functions of the system at the country level, and should serve to carry out social impact assessments and other activities for the elaboration of collaborative programmes.

43. In order to facilitate a coordinated follow-up to global conferences at the country level, the resident coordinator system should promote, in collaboration with national Governments and other development partners, a coherent framework for conference follow-up, as well as any other advocacy responsibilities. The framework should include the preparation of joint situation analyses and the establishment of necessary monitoring mechanisms that identify relevant indicators and capacity-building requirements. These mechanisms should be harmonized with system-wide tools, such as the common country assessment, the country strategy note and UNDAF, in order to create a link between the implementation of global conferences and programming of operational activities of the United Nations system.

IV. Gender perspective

44. In accordance with paragraph 7 of Economic and Social Council resolution 1998/42 and bearing in mind the outcome of the high-level part of the operational activities segment of the Council, the present section deals with mainstreaming a gender perspective in the operational activities of the United Nations system. The report of the Secretary-General entitled "Advancement of women: implementation of the Beijing Platform for Action and the role of operational activities in promoting, in particular, capacity-building and resource mobilization for enhancing the participation of women in development" (E/1998/54 and Corr. 1) provides an assessment of the current situation with respect to mainstreaming gender in operational activities. In particular, it reflects the responses received from various development partners, including Governments, the resident coordinator system and agencies of the system, during the preparation of the triennial comprehensive policy review. The responses indicate that gender programming and gender activities have progressed to different levels, and that further progress is essential.

45. The report also highlights the practical relationship of the gender mainstreaming strategy of the United Nations

system with various approaches and modalities, including the country strategy note, UNDAF, the common country assessment, monitoring and evaluation, staff training and resource mobilization strategies. The preliminary assessment of the introduction of the UNDAF concept reveals that it can provide an opportunity to facilitate a focus on gender issues by each participating organization. It should also be noted that at the ACC level, gender mainstreaming is receiving increased attention by the resident coordinator system through an ACC guidance note on field-level follow-up to global conferences developed by CCPOQ. Although it was not possible, within the deadlines for finalization of the present report, to obtain updated information on funding by the United Nations system for gender activities, preliminary information is provided in the report submitted to the Council (see E/1998/48 and Corr.1 and Add.1). Moreover, in its report to its Executive Board on successor programming arrangements of 8 July 1998 (DP/1998/34), UNDP notes that although only three per cent of programme outlines focus specifically on gender, it is nonetheless an important secondary focus area for most programmes where the primary focus is on poverty, governance or environment. Gender concerns are emphasized in most programmes at both the institutional and the grass-roots levels.

Recommendations

46. The General Assembly may wish to take note of Economic and Social Council resolution 1998/26 and thus to reaffirm the importance of operational activities for development in assisting developing countries to implement the commitments of the Beijing Platform for Action.

47. The General Assembly may also wish to call on the United Nations system to increase its efforts to incorporate a gender perspective into all operational activities, particularly within their poverty eradication activities, and to ensure the availability of funding sources for such programmes.

48. The General Assembly may further wish to stress the role of the resident coordinator system in incorporating a gender perspective in the programming and implementation of operational activities and undertaking joint monitoring and evaluations to measure progress in this area. The General Assembly may also wish to call on the United Nations system to provide periodic progress reports, based on monitoring and evaluation, which will provide comprehensive information to the Council and the Assembly in the context of the next triennial review on the accomplishment of the targets set in the Platform for Action.

V. Civil society

49. Links with civil society and the private sector are growing. Non-state actors, non-governmental organizations, the private corporate sector, academia and the scientific community are essential to effective economic and social development, locally and internationally, and are increasingly so regarded. The United Nations development system is presently cooperating with non-state constituencies far more broadly and deeply than ever before. In turn, those entities are becoming more active in the execution and implementation of United Nations system-aided activities, as agents of change and as conduits for global goals. In keeping with paragraph 24 of Assembly resolution 50/120, United Nations system capacity-building is increasingly oriented to assist and make use of those non-state actors, which has consequences for the relevance and operational viability of current approaches and practices.

50. As part of the response of the United Nations system to a Government's wish to strengthen the capacity of civil society and national non-governmental organizations that are engaged in development activity, the resident coordinator system could review, in close consultation with the Government, the requirements of non-State actors that may need technical and substantive strengthening, including their legal status, and appropriate approaches for their involvement. Adopting such an approach could be another major contribution towards decentralization and delegation of authority, in line with the Secretary-General's reform programme.

Recommendations

51. Operational activities should contribute to enhancing links with civil society, non-governmental organizations and the private sector in carrying out development programmes as agreed with the host country. The inherent flexibility and adaptability of operational activities should be enhanced in this regard, based on learned experience and with a view to facilitating alliances to seek new and innovative solutions to development problems.

52. The United Nations system should continue to expand its relations with national and international elements of civil society, consistent with the desires of Governments, in order to broaden the participation of all relevant groups in development. United Nations entities should give particular attention to assistance for capacity-building of local bodies.

VI. Regional dimensions

53. As mandated, operational activities focus primarily on the country level. The vast proportion of those activities is organized within individual countries. A relatively small proportion (10 to 15 per cent in terms of total resources) is undertaken at the regional and subregional levels. Although relatively small in financial terms, those regional and subregional operational activities offer broader perspectives and open up new opportunities for generating productive forms of multilateral action, especially important to transboundary development cooperation and for peace-building. The United Nations system has important comparative advantages in this respect: its objectivity; neutrality and acceptability in dealing with sensitive questions, particularly important when managing intercountry issues; its access to intersectoral resources and global and regional databases; its systems of grant funding; its role in setting norms and standards on a global and regional scale; and its growing intercountry technical support and managerial structures.

54. Regional and subregional development cooperation offers a range of opportunities for enhancing the development prospects of individual countries. The growing technical capacity of the United Nations system at the subregional level offers substantive and technical support to operational activities at the country level. United Nations organizations have established a varied pattern of relationships with subregional and regional intergovernmental organizations with the aim of finding common solutions to complex transboundary development problems. There is an expanding prospect for technical cooperation among developing countries, on which a separate report will be submitted to the General Assembly at its next session. There continues to be a need to achieve greater complementarity between country and intercountry activities, as well as improved coordination of intercountry operational activities.

55. In accordance with paragraph 20 of Assembly resolution 50/120, attention is being given to the need to strengthen the regional aspect of United Nations development support. Analysis shows that regional dimensions of operational activities are not sufficiently linked to the country level at the stage of developing programme frameworks or in implementing programmes and projects. Current evidence indicates that there should be improved information exchange on intercountry activities within the resident coordinator system, greater involvement by national authorities, and better mechanisms to obtain access to technical capacities of United Nations

organizations at the subregional and regional levels. Similarly, at the intercountry levels there could be greater exchange of information among the United Nations system organizations and greater transparency in their programming activities. A more coordinated approach to United Nations system cooperation with subregional and regional intergovernmental bodies would also be desirable. A separate report to the Economic and Social Council on regional cooperation in the economic, social and related fields (E/1998/65 and Add.1-3) gives attention to some aspects of the matter.

Recommendations

56. The General Assembly may wish to reaffirm the importance of the regional dimension in development cooperation as an integral part of the operational activities of the United Nations system. Efforts should be undertaken to ensure that this dimension is taken into account when formulating national strategies and programmes, thus taking advantage of the potential of intercountry and regional cooperation and economies of scale. The Assembly may also wish to take note of the outcome of the substantive session of 1998 of the Economic and Social Council on the review by the Council of the regional commissions, as mandated by General Assembly resolutions 50/227 and 52/12 B, as contained in its agreed conclusions.

57. The resident coordinator system should give greater attention to intercountry aspects of the work of the United Nations system, bearing in mind the regional and subregional settings of host countries and the substantive competences of United Nations agencies, whether or not locally represented. Greater emphasis should be placed on complementarity and coordination of efforts within the United Nations system, and on linkage with relevant intergovernmental bodies. Regional and subregional capabilities of the United Nations regional commissions, funds and programmes, and specialized agencies should be more closely associated with the resident coordinator system and with programming mechanisms, such as UNDAF.

58. Further intergovernmental deliberations on the role of the United Nations regional commissions in operational activities should aim at maximum effectiveness of the system at all levels of activity.

VII. Resources and funding

59. Concessionary resource flows to developing countries have reached a critical stage: instead of moving towards the

globally agreed target of 0.7 per cent, they are in a state of steady decline at a time of increasing needs and demands. In nominal terms, official development assistance (ODA) from Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) countries has declined from US\$ 60.5 billion in 1994 to \$59.7 billion in 1995 and \$58.2 billion in 1996, representing a significant decline in real terms. Although ODA has declined, other types of resource flows to developing countries have increased, reducing the share of ODA in total net resource flows to only 22 per cent in 1996, as compared with a share of 64 per cent in 1994. The problem with those primarily market-directed flows is that they are largely confined to only a few developing countries that have the capacity to attract foreign investments and loans. Most low-income developing countries, in particular the least developed countries and countries in Africa, have not gained from private flows and have been adversely affected by the decline of ODA. Their problems have been further exacerbated by the burden of debt repayments, for which a lasting solution is being sought.

60. The activities of the United Nations system in many recipient countries have been affected in recent years by the marked decline of the share of ODA in total resource flows. Moreover, as shown in table B-1 of the statistical addendum to the present report (A/53/226/Add.2), the share of the United Nations system development grants in declining total ODA has dropped in nominal terms from about 8 per cent (\$4.9 billion) in 1993 to less than 7.5 per cent (\$4.3 billion) in 1996. As shown in table B-6, the share of United Nations specialized and technical agencies within total United Nations system grant assistance dropped from 26 per cent (\$1.3 billion) in 1993 to about 19 per cent (\$0.9 billion) in 1996. The preliminary report for 1997 will become available in September 1998; however, there is an indication that the trends of stagnation and decline have continued. Resources to fund activities at the country level through the United Nations system vary from 1 per cent of total external aid to 100 per cent; on average, it is below 10 per cent of external assistance. Such wide variations have an important effect on the points of entry for the United Nations system interventions, their role and character, the influence it can wield in policy and advocacy, and in the types of partnerships that it can build with other development partners. Resource levels are a key ingredient in the efficiency and effectiveness of United Nations operational activities. The fragility and inadequacy of United Nations development resources are, therefore, a matter of concern. The United Nations system is expected to play a role qualitatively distinct from other external development

partners, and its unique and lead role in many circumstances is affected by growing resource constraints. The decline of resources available to the United Nations system for operational activities targeted on development is a particularly negative and disturbing trend that would affect the continuing dynamic process of development cooperation and the pursuit of global compacts.

61. Official development assistance (ODA) and contributions to the United Nations system should be seen within the broader framework of financial flows to developing countries. There has been a radical shift in the overall financial flows, with market-mediated investment and lending flows increasing dramatically and with significant decreases in official flows. ODA itself has undergone a change in its traditional paradigm, with the focus now largely on poverty-related assistance, rather than filling financial gaps in the balance of payments and government budgets of developing countries.

62. ODA has many components, and each component has an important rationale attached to it. A large part of ODA is now disbursed in the form of grants, although there is still a highly significant proportion of ODA being disbursed as loans and credits, both by bilateral and multilateral organizations. Within the ODA system and also within the multilateral system, the United Nations is unique for its almost exclusive focus on grant-funding. Such assistance is, therefore, particularly critical at a time of heavy debt burdens carried by many developing countries, including the poorest amongst them. The United Nations system has led the way in bringing about the paradigm change to focus on poverty and sustainable patterns of development, and creating the national capacity needed to address those issues at the same time shaping the global agendas for new approaches to development cooperation. Current declining trends of resources available to the United Nations system may have a damaging effect on the positive contribution that is sought through the new development paradigm. The total amount available to the United Nations system for operational activities for development in the last three years in nominal terms has remained stagnant and has declined in real terms, as follows: \$5.5 billion in 1994, \$5.5 billion in 1995 and \$5.4 billion in 1996. Moreover, as indicated in the statistical addendum (A/53/226/Add.2), there is a trend towards increased earmarked funding of operational activities for development.

63. As a response to Assembly resolutions 50/227, 52/12 B, and 52/203, the executive boards of United Nations funds and programmes have reviewed their current funding arrangements, and have developed proposals for arresting and reversing the decline of core and non-core resources

received by them. As recognized by the Assembly in its resolution 52/203, the fundamental strengths of United Nations operational activities for development are to be found in their universal, voluntary and grant nature, their neutrality and their multilateralism. Within those parameters, proposals have been developed to facilitate the flow of resources on a predictable, continuous, and assured basis (for a more extensive discussion of these issues, see A/52/847).

Recommendation

64. The General Assembly may wish to give special attention to, and act, as appropriate, on the conclusion of the consideration of funding strategies by the executive boards of the funds and programmes to reverse the declining trend in core resources. The General Assembly may also wish to reaffirm the importance of core resources, while also recognizing the increased relevance of non-core and other sources of funding of operational activities. It may further wish to consider how best to attract resources from new donors and private sources. The General Assembly may also wish to indicate the importance, in mobilizing resources, of demonstrating the results and impact of operational activities.

VIII. Strategic frameworks and programming

65. The operational activities of the United Nations system are conceived and designed with the objective of contributing to national development. The General Assembly has stressed that national plans and priorities constitute the only viable frame of reference for the national programming of operational activities, and that programmes should be based on such development plans and priorities and should therefore be country-driven. It has also emphasized the importance of national plans in implementing the outcomes of, and commitments entered into at global conferences and the role of United Nations operational activities in supporting such implementation. Moreover, in its resolutions 47/199 and 50/120 the Assembly emphasized the imperative of integrating the United Nations system's work at the country level into national policies, plans and programmes. Programming tools and modalities, such as the country strategy note, the programme approach and national execution, have interconnected dual purposes: (a) to facilitate closer collaboration within the United Nations system, and (b) to integrate coordinated work into national processes. Available evidence indicates that the United Nations system has been more successful in the direction of

the former objective than the latter. By and large, the United Nations development system is working more coherently, but further progress still could be made to link its operational activities to national programmes.

66. In its resolutions 47/199 and 50/120, the General Assembly provided directives for better coordination of United Nations system operational activities and their better integration into national development, through the use of a strategic framework for programming and by achieving greater coherence by the system in response to national objectives and priorities. The Secretary-General's reforms have given a major impulse to the achievement of that goal through UNDAF, complementing the country strategy note, where it exists. Common country assessments are a key step in formulating those strategic frameworks.

Recommendation

67. The General Assembly may wish to call for the full implementation of its resolutions 47/199 and 50/120, particularly those provisions in the area of programming that are aimed at closer integration of United Nations system support with national strategies and programmes.

A. Country strategy note

68. Of 90 countries that expressed an interest in pursuing the country strategy note, 33 have completed the process. Since the country strategy note is a voluntary exercise which requires the Government's endorsement, its preparation and approval depend to a large extent on a stable political and economic situation prevailing in the country, as well as the timing of national development planning. The slow start of the country strategy note process was often affected by those factors.

69. When the country strategy note formulation process has been based on broad consultation of the relevant partners, it has contributed to policy dialogue and exchange of information with host Governments and among system organizations, leading to better coordination. However, the involvement of national authorities and some parts of the United Nations system in the formulation of the country strategy notes has not always been adequate. Current indications are that the country strategy note, in several cases, has tended to be a single event with limited long-term impact on the coordination of United Nations system activities, particularly when follow-up and monitoring mechanisms were not clearly spelled out. Only a few countries have indicated that the country strategy notes are

being updated, although the information available is limited in this area. The added value of the country strategy note process cannot be considered as having been clearly established in all cases, and the slow introduction of the country strategy note and its adoption by a relatively small number of countries has limited its usefulness as a standard framework for programming.

Recommendations

70. The General Assembly may wish to take note of the relationship of the country strategy note and UNDAF, where they both exist. It may wish to reaffirm its resolutions 47/199 and 50/120 concerning the optional use of the country strategy note by interested countries. It may also wish to indicate that where the country strategy note exists, it should serve as the basis for the preparation of the UNDAF and should ensure compatibility with the country strategy note.

71. In countries where the country strategy note has been adopted, resident coordinators should support the national Government's efforts to monitor the implementation of the country strategy note. Resident coordinators should also encourage the revision of adopted country strategy notes to ensure the integration of United Nations system operations with national priorities and enhance the development impact of United Nations system support.

B. United Nations Development Assistance Framework

72. As a part of his reform proposals of 14 July 1997 (see A/51/950, paras. 50 and 160-161, and action 10), the Secretary-General requested all United Nations funds and programmes to develop UNDAF as a framework for ensuring that the individual country programmes of the funds and programmes are based on common objectives and harmonized time-frames. The aim is to achieve goal-oriented collaboration, programmatic coherence and mutual reinforcement. That initiative responds to the provisions of paragraph 14 of General Assembly resolution 50/120.

73. UNDAFs are being piloted in 18 countries, with the support of the United Nations Development Group (UNDG).⁴ The pilot phase will be assessed later in 1998. Only preliminary lessons of the pilot phase will be available in time for the triennial review by the General Assembly. Although UNDAF initially covered only the funds and programmes, the Secretary-General has invited other parts of the United Nations system to participate in the process, and system-wide implications of UNDAF are currently being

considered within CCPOQ. In several countries, agencies are currently cooperating with the funds and programmes in the formulation of UNDAFs. Consultations with the Bretton Woods institutions are also envisaged, including through interfacing with the World Bank country assistance strategy.

74. As described in greater detail in addendum I to the present report (A/53/226/Add.1), the preparation of UNDAF entails collaborative programming and close consultation with Governments, including compatibility with country strategy notes where they exist. To that end, continued efforts are required to harmonize country programmes, and strengthen cooperation with various partners. Practical measures are being adopted by the resident coordinator system to harmonize the two processes. Member States are generally supportive of UNDAF although they have expressed differing views about the relationship between UNDAF and the country strategy note process, and some have expressed the need for simplification. Several Governments indicated in their responses that the UNDAF process should ensure the active involvement of national authorities and relevant stakeholders, as well as all specialized agencies of the system, including the Bretton Woods institutions. However, although an evaluation of the UNDAF process is premature, the forthcoming assessment of the UNDAF pilot phase will shed further light on this matter and will identify areas for further action.

Recommendations

75. The General Assembly may wish to take note of the pilot stage of UNDAF and the preliminary assessment of the provisional guidelines conducted by undg in consultation with Governments and organizations of the United Nations system. The General Assembly may also wish to reaffirm the goal of enhanced coherence in programming as contained in paragraph 14 of resolution 50/120.

76. In conducting further UNDAFs, particular attention should be paid to (a) ownership of the UNDAF process through full consultation of Governments in its preparation; (b) collaborative programming within the framework of UNDAF, reflecting the strengths and mandates of each participating organization; (c) joint monitoring and evaluation within the framework of UNDAF. UNDAF should lead to more coherence and effectiveness of the United Nations system in carrying out a coordinated follow-up to global conferences.

77. In the context of the next triennial policy review of operational activities for development, the Secretary-General should report on his assessment of UNDAF as an instrument to achieve United Nations system goal-oriented

collaboration at the country level. In particular, it will be important to assess the value of UNDAF in harmonizing country programmes and promoting policy dialogue and consultation with all relevant development partners, and its capacity in providing a consistent United Nations response to an authoritative statement of national requirements.

C. Programme approach

78. The experience of applying the programme approach shows that recipient Governments are generally committed to this modality. It has been especially applied to sectoral areas, and has been subject to varying interpretations by United Nations system organizations, depending mostly on individual agency policies and procedural provisions with respect to programming.

79. Although there is a trend to introduce the programme approach in all recipient countries, its full implementation has not yet been achieved. In some countries, difficulties encountered in the use of the programme approach were due to weak institutional and human resources, although the Government may have indicated a strong interest in pursuing this approach. The application of the country strategy note and UNDAF can facilitate the use of the programme approach. There continues to be a need to support national entities to facilitate the effective implementation of the programme approach.

Recommendation

80. The General Assembly may wish to reaffirm that the concept of the programme approach be applied whenever feasible. The programme approach should facilitate the integration of development activities supported by various partners under national management and with a focus on results and outputs.

D. Harmonization and simplification of programming

81. In its resolution 50/120 and preceding resolutions, the General Assembly has called for simplification and harmonization of rules and procedures as a means to facilitate the integration of United Nations system activities into national development programmes, and to facilitate collaboration among United Nations system organizations. The present review confirms again the burden placed on many countries, including country offices, by the complex and diverse rules and procedures governing programming

within the system, and the urgent need to introduce further simplification, particularly in programming. The introduction of UNDAFs provides an opportunity to work on the basis of a common database and common country assessments. This should serve to promote further steps within the system aimed at simplification in programming and contribute to the eventual development of a more streamlined and collaborative United Nations system development cooperation programme cycle.

Recommendations

82. Greater progress should be made in the harmonization and simplification of the procedures of the United Nations system in operational activities, as already called for by the Assembly in its resolutions 47/199 and 50/120. To facilitate the use of the country strategy note and UNDAF as a framework for programming, steps should be taken to continue to harmonize programming cycles over the duration of a cycle and to streamline the preparation of programmes. Whenever feasible, country programmes or their equivalent should be presented to the Boards in a coordinated fashion by the funds and programmes, together with the approved country strategy note and UNDAF, where applicable.

83. The simplification of planning and administrative procedures within the United Nations system should involve consultations with other donors with a view to assessing their concerns and interest in this area. A report on the harmonization subject could be considered by the Economic and Social Council at its substantive session of 1999 or 2000.

84. Greater simplification and harmonization of procedures for designing, programming, implementing and monitoring operational activities of United Nations system organizations should be ensured to strengthen field-level coordination and increase the effectiveness of United Nations development support. In particular, the country strategy note, UNDAF, common country assessment and other frameworks adopted by the United Nations system should be reviewed in order to verify their consistency and harmonization as part of one cooperation programming cycle with a view to simplifying procedures and avoiding duplications.

IX. Monitoring, evaluation and accountability

85. In General Assembly resolution 50/120 and subsequent Economic and Social Council resolutions, notably Council

resolution 1996/42, the United Nations system was called on to ensure improvements in monitoring; coordinate programme reviews and evaluations; apply lessons learned systematically to build evaluation criteria into all projects and programmes and promote national evaluation capacity; and provide the Economic and Social Council with information on evaluation activities that is quantifiable and comparable. All funds, programmes and agencies of the United Nations development system were urged to identify measurable targets for strengthening their monitoring and evaluation capabilities, to incorporate those targets in plans to implement Assembly resolution 50/120, and to cooperate in the development of monitoring and evaluation methodologies.

86. The system is responding to the guidance from the General Assembly and other intergovernmental bodies on issues of monitoring and evaluation in carrying out joint evaluations. A few agencies have reported activities in support of developing national evaluation capacity. Continued attention to this area of operational activities appears to be necessary.

87. The system's response to the need for established targets as called for in Council resolution 1996/42 has been too limited. Also, movement towards holding joint programme reviews rather than separate exercises has been slow, although the introduction of UNDAF may encourage at least the funds and programmes to move in this direction. Information on achievements in terms of impact and effectiveness has been provided by only a few United Nations organizations. Moreover, United Nations organizations report results in different ways, reflecting the variations in mandates, working methods and roles that exist within the United Nations development system.

88. Overall, while there is reporting of results, this is not done in the comparable terms requested in Council resolution 1996/42. There continue to exist methodological problems of measurement and quantification that demand ongoing attention and work. The Inter-Agency Working Group on Evaluation, which deals with these issues, last met in June 1998. Some relevant issues were reviewed then; however, the concerted approach by the system suggested in Assembly resolution 50/120 and Council resolution 1996/42 has yet to emerge.

89. Lessons learned by the system are principally at the project and programme level and confirm conclusions drawn previously. As far as impact of the United Nations system at the country level is concerned, recipient Governments have not reported evaluating United Nations operational activities, although they are generally agreed that United

Nations system operational activities contribute to their development. Several countries referred to the magnitude of resources as one important criterion by which the United Nations system is judged. The contributions made to policy development, especially in the social sectors, are being viewed favourably by many countries. Mitigating the negative social effects of economic reforms is seen as particularly important. The United Nations system is making important contributions in aid coordination and management, and helps to integrate transitional economies with the world economy.

Recommendations

90. Improved evaluation of results and use of the lessons so learned should be given priority attention throughout the United Nations development system with a view to enhancing effectiveness and transparency.

91. Future triennial comprehensive policy reviews could synthesize the evaluation results provided to the Secretary-General by relevant United Nations system organizations in order to complement impact evaluations on strategic and cross-cutting issues. The results of each organization's evaluation work and that of the Secretariat should be fed back into programme activities.

92. Organizations of the United Nations system should devote the necessary support and resources to evaluation, and should ensure that results are reflected in programmes.

93. At the request of programme countries, the United Nations system should help to strengthen national evaluation capacity and promote its use by acting, where appropriate, as Convener at the country level of evaluations of major sectors in which its international partners are involved. One of the purposes of coordinated evaluations would be simplification of the evaluation of national development programmes, harmonization of approaches both within and beyond the United Nations system, and enhanced national ownership of both the process and the results of such evaluations.

94. Country teams should be responsible for the systematic documentation and sharing of best practices related to the resident coordinator system and collaborative activities, including follow-up to global conferences, with the aim of establishing an institutional memory of field-level coordination and orienting future training and capacity-building.

X. Field-level coordination

A. Resident coordinator system

95. The field coordination of the United Nations system recognizes as a fundamental principle that recipient Governments have the primary responsibility for coordinating all external assistance with the aim of integrating such assistance into their national development activities. The resident coordinator system is engaged in supporting, where requested, this responsibility of the Government, including by supporting such mechanisms as the round-table process and forums that guide policy dialogue among development partners to ensure that all programmes are integrated with national plans and strategies. The reform measures introduced by the Secretary-General in 1997 constitute a major step forward in strengthening the resident coordinator system in accordance with General Assembly resolutions 47/199 and 50/120. The measures are being implemented within the framework of UNDG and in close coordination with the ACC Consultative Committee on Programme and Operational Questions (CCPOQ). Although a number of decisions are not yet fully operational and some issues are still being worked out, the analysis of the implementation of Assembly resolutions 47/199 and 50/120 shows that considerable progress has been made. Thus, the resident coordinator (a) is recruited on the basis of agreed criteria and competency assessment from a wider pool from within the United Nations system; (b) is better supported by headquarters with designated focal points and by UNDG on the basis of increasing consultations with CCPOQ (mostly through its Working Group on the Resident Coordinator System); (c) is provided with dedicated resident coordinator resources for coordination activities from UNDP, and some indirect resources from other organizations; (d) is exercising broader, delegated authority; and (e) is better supported by all United Nations system organizations, often following team-building workshops and task-oriented retreats.

96. There is extensive evidence that when the resident coordinator function engages the collective responsibility of the country representatives of other organizations of the United Nations system and works towards collaborative programming, monitoring and evaluation, on the basis of team-spirit and shared purposes and objectives, operational activities are more effective and have greater impact. There are many examples of resident coordinator system teams working on the basis of those principles in all parts of the world. With the right mix of good practices, the resident

coordinator system can function and achieve the expected results, even within current constraints.

97. However, much still remains to be done: greater attention needs to be given to a range of issues identified in the present report. The relationship of the resident coordinator system with the host country is a particularly important area that may need further attention, including the flow of information, the existence of government focal points for the resident coordinator system and the need in some countries for greater interest and support by Governments in the effective functioning of the resident coordinator system. Periodic consultations of the entire resident coordinator system with national partners, where such consultations do not yet exist, would be helpful in ensuring that the resident coordinator system becomes even more responsive to national priorities. There is also room to increase the participation of all relevant United Nations system partners in the resident coordinator system at the country level. In particular, ways of ensuring the full and effective inclusion of agencies without field representation in the resident coordinator system remain to be considered. Greater simplification and harmonization of procedures and more equal levels of delegated authority to the country level would also considerably strengthen the functioning of the resident coordinator system. Other concerns are the establishment of more systematic arrangements to facilitate the sharing of good practices and the building of an effective institutional memory that nurtures training, and improved selection criteria for all members of a country team. Although several steps have been taken, greater progress in these directions would be desirable.

Recommendations

98. The General Assembly may wish to take note of progress made in strengthening the resident coordinator system and encourage further progress, with particular reference to: (a) ensuring the full participation of the organizations of the United Nations system in, and support of, the resident coordinator system; (b) continuing to broaden the base of recruitment of resident coordinators and improve selection criteria and procedures, including through the use of competency assessment; (c) continuing to provide training to support team-building and leadership in substantive areas; and (d) ensuring that the resident coordinator takes fully into account the mandates and the interests of all United Nations development system organizations, particularly those without field representation. All executive heads should be urged to ensure that all United Nations system staff in programme countries are fully aware of the functioning of the resident coordinator system and

their responsibility for its effective functioning, and that they are technically qualified to provide such support.

99. All the organizations of the United Nations system should be fully engaged in the collective efforts of the resident coordinator system aimed at favouring collaborative advocacy and programming, monitoring and evaluation so as to enhance the effectiveness of the United Nations system at the field level. To that end, the participation of all United Nations organizations, in particular those without field representation, in the functioning of the resident coordinator system should be actively pursued both at headquarters and country levels.

100. The relationships of the resident coordinator system with the host country should be strengthened through greater information exchange, identification of government focal points and periodic consultations with national partners with the participation of all relevant United Nations system partners.

B. Field committees and thematic groups

101. The report of the Secretary-General on progress in the implementation of General Assembly resolution 50/120 (see E/1997/65, para. 41; see also E/1997/65/Add.2) showed that field-level committees were established in 86 of 107 countries. Room for improvement has been identified in the responses of Governments in a number of areas: (a) establishment of better integration of the activities of the resident coordinator system, with national objectives, policies and programmes; (b) better dialogue and interaction between the resident coordinator system and national partners, including increased involvement of host Governments in the activities of the resident coordinator system; (c) capacity of the resident coordinator system to facilitate resource mobilization; and (d) resident coordinator system contribution to capacity-building to enhance the Government's coordination role. The participation in the resident coordinator system of different organizations represented at the country level is not uniform. The relation with the organizations without field representation needs further improvement through enhanced communication channels. As indicated in paragraph 105 below, the delegation of authority and decentralization within the system is not yet uniform. The division of responsibility could also be improved as well as the process of simplifying and harmonizing operational procedures. Moreover, available data indicates that there is need for flexibility in the way these committees are organized. Skills in the management of effective meetings and proper follow-up

contributes to the functioning of the resident coordinator system. Links to national authorities vary widely.

102. A common purpose of most field committees and thematic groups is information-sharing. When they go beyond information exchange, consultations tend most often to be policy-oriented, aimed at establishing common objectives and direction, although in some cases they implement programming tasks of a more operational nature. The involvement of United Nations system organizations, government representatives and other national and international stakeholders in the thematic working groups is not uniform. The improved functioning of the resident coordinator system appears to be closely correlated with the structure of thematic groups and their effectiveness.

Recommendations

103. The General Assembly may wish to reaffirm that field-level committees, as called for in its resolutions 47/199 and 50/120 (para. 40), should aim to establish a better integration of the resident coordinator system activities with national efforts by enhancing policy dialogue with the host Government and other development partners.

104. The United Nations system should enhance the functioning of thematic groups at the country level as one of the most vital instruments of the resident coordinator system to strengthen field-level coordination and policy dialogue by providing adequate resources.

C. Decentralization and delegation of authority

105. As detailed in addendum 1 to the present report (A/53/226/Add.1), United Nations funds and programmes have achieved a large degree of decentralization and delegation of authority, as part of the effort to enhance responsiveness to national requirements and to facilitate country-level coordination. Although most organizations of the United Nations system have moved towards decentralization and delegation of authority, the levels of that delegation have been uneven, which constitutes a constraint to joint initiatives and cooperation. The effectiveness of the resident coordinator system and coherence and coordination within the system would be considerably enhanced by greater uniformity within the system in the granting of field-level authority, in accordance with the provisions of Assembly resolution 47/199, paragraph 25. To have the desired impact, decentralization and delegation should go hand in hand with the

redeployment of staff to the field and the strengthening of field offices. Although the system is undoubtedly moving in that direction, further impetus to those efforts, in consultation with host countries, may be needed. Details are also provided in addendum I on the recent trends in the strengthening of country and subregional offices of the United Nations system through the redeployment of staff.

Recommendations

106. The General Assembly may wish to request further progress on harmonization of delegated authority to the field level among United Nations system organizations. It may also wish to request an assessment of the situation with respect to the various organizations in order to identify areas where further progress might be possible. This assessment could be reviewed by the Economic and Social Council.

107. In order to achieve more effective coordination within the resident coordinator system, more equal levels of decentralization, delegated authority, staff redeployment and strengthening of field offices should be pursued by all United Nations system organizations, taking into account the different operational requirements.

D. Common premises and administrative services

108. In his reform programme, the Secretary-General decided that all funds and programmes and United Nations information centres would be part of a single United Nations office under the resident coordinator, and that common premises of the United Nations at the country level would be named "United Nations House" (see A/51/950, actions 10 (b) and (c)). This initiative should, *inter alia*, serve to further the implementation of paragraph 44 of resolution 50/120, in which the Assembly requested the Joint Consultative Group on Policy and the specialized agencies to substantially raise the target for achieving common premises on the basis of cost-benefit analysis, avoiding an increased burden on host countries.

109. The range of operational support services required by United Nations system agencies active in the field is extensive. Some of these services can be provided on a common basis, regardless of the location of the agencies served; others are only feasible in conjunction with the existence or establishment of common premises. Resident coordinators emphasize that the principal rationale for common services is economies of scale permitting cost savings when service functions are carried out on behalf of

a number of agencies rather than individually. They stress that regardless of where organizations are housed, common services can be achieved. It is becoming important for future coordination to develop a common information management system.

Recommendations

110. The General Assembly may wish to endorse the concept of a "United Nations house". It may also wish to call on the United Nations system to build on progress made in establishing common premises. In addition, it may wish to encourage the full integration of the concept of a "virtual house" through electronic connectivity and compatibility of software among United Nations system organizations. The Assembly may wish to take note of current initiatives within UNDG in pursuing common premises, including by taking a cost-benefit study as called for by relevant resolutions.

111. The General Assembly may wish to call for increased coordination and rationalization in developing shared administrative services and the rationalization of existing procedures. The Economic and Social Council may be asked to review progress in this area with a view to ensuring that greater coordination and cost-effectiveness are achieved.

XI. Capacity-building, national execution and related questions

112. National execution has expanded greatly in recent years as a modality for carrying out United Nations-supported programmes. National execution is widely regarded as an effective modality in the provision of support to national development and capacity-building. It promotes national ownership of development programmes supported by the system, ensures sustainability once system support ceases and helps bring national expertise to bear on system-supported activities. In recent years, the provisions of General Assembly resolutions dealing with national execution have focused primarily on the expansion of this approach by UNDP and UNFPA. UNICEF and WFP have practised national execution as part of their mandate for a number of years. The adequacy of the necessary national technical, managerial and administrative capabilities and the measures taken to make use of and to help to improve them, remain issues in some cases. The use of support units can be helpful in this respect. A particular challenge remains the complexity of United Nations system procedures. Moreover, the agencies of the system continue to raise issues

concerning their participation in the design and implementation of nationally executed projects.

Recommendations

113. The General Assembly may wish to affirm that capacity-building should be explicitly articulated as a goal of all technical assistance provided by the United Nations system. Capacity-building should be conceived of as not only human resources training but also involving development of individual organizations and the improvement of the environment in which they operate. Methods and approaches to capacity-building should benefit from the knowledge acquired and good practices shared among United Nations system organizations. To achieve this purpose, the lessons of the impact evaluation conducted in the context of the present triennial policy review should be incorporated, as appropriate, in improving current methods. Moreover, further evaluations should be conducted to achieve a broad sample of countries and sectors.

114. Since the concept of national ownership is at the core of all operational activities, capacity-building can extend to any relevant aspect of administrative or technical capacity, including that of monitoring and evaluating a society's own development. Both the programme approach and national execution should be applied as a means of enhancing the achievement of national ownership. Where necessary, measures should be introduced to facilitate the achievement of the programme approach and national execution. When assessing national capacity for carrying out national execution, the United Nations system organizations concerned should consult the recipient country. Steps should continue to be taken to increase the transparency and accountability of operational activities under the national execution modality. Whenever required, the technical competencies of United Nations system organizations should continue to be available to recipient countries within the context of national execution.

115. Further attention is needed, by the funds and programmes and by the specialized agencies of the United Nations system, to provision of appropriate support to maximize the success of national execution. This includes support to management and accountability, support on substantive issues of design, implementation and evaluation, and facilitation of work with United Nations procedures.

XII. Humanitarian assistance, rehabilitation, peace-building and development

116. In paragraph 51 of its resolution 50/120, the General Assembly called upon the United Nations system to bear in mind the specific requirements of humanitarian assistance, rehabilitation and development in its operational activities, building on its earlier resolution 46/182 on strengthening of the coordination of humanitarian emergency assistance of the United Nations. In recent years, armed conflicts in a number of countries have led to mobilization of emergency assistance programmes by the international community. The experience of those complex emergencies has made United Nations entities and other assistance providers increasingly recognize the essential interdependence of their work, whether for relief, reconstruction or development. Most respondents to the triennial policy review questionnaires emphasized the importance of that interlinkage. The matter is also examined in a separate report to the Economic and Social Council on humanitarian assistance.

117. In recent years, the United Nations has responded more frequently to complex emergency situations, especially those deriving from civil strife and armed conflict. To cope with those situations, which have afflicted as many as three dozen countries on four continents, entities of the system have been devising new capabilities and new forms of collaboration. In such situations, their efforts are geared to responding to needs for humanitarian assistance, rehabilitation and development support in a more coherent way, and becoming more cohesive and effective in post-conflict peace-building. The United Nations Secretariat, funds and programmes, agencies and other entities of the United Nations system, including the Bretton Woods institutions, are engaged in this work, under the guidance of intergovernmental bodies, and in response to requests of Governments.

118. The ideas that relief programmes can simply be phased out and replaced with a return to "normal development programmes" in post-conflict countries, and that assistance can be seen in a "relief to development continuum", have given way to a more sophisticated understanding of the relations among types of programmes and assistance providers. Humanitarian agencies are now increasingly focused on ensuring that emergency assistance can be supportive of recovery and development, taking into account the coping mechanisms of affected communities. Similarly, development assistance providers are increasingly recognizing that their early involvement in rehabilitation efforts is important to minimize disruption, to initiate and

sustain recovery, and to create conditions conducive for the return of displaced people.

119. In recent years, a number of problems have arisen during the transitional post-conflict period, when there is pressure to phase out relief programmes. Those problems highlight the need for an integrated strategic approach among all donors and for effective field-level coordination mechanisms. They also reflect the need to promote participation of development agencies in the early stages of the international response to conflict, and to accelerate the delivery of development funding in the immediate post-conflict phase.

120. A concept that is still taking shape in General Assembly resolutions and reports of the Secretary-General, post-conflict peace-building refers to actions to consolidate peace and prevent a recurrence of armed confrontation. It sets humanitarian, human rights and development activities into the larger political context, thereby helping to ensure reconciliation, reconstruction and recovery. Post-conflict peace-building, by its character and importance, is a subject that draws the attention of many entities. It is increasingly recognized that what is needed in such situations is partnerships where each entity or group can apply its capacities to parts of the problem in a consistent and coordinated manner. The different actors in the United Nations system are becoming increasingly able to meet those challenges, whether departments or agencies, executive committees or inter-agency machinery. Much more is needed however, including intergovernmental support and guidance, as appropriate, to United Nations system operational activities.

121. With experience, approaches are evolving in the coordination of assistance from the various United Nations entities. Development requirements are increasingly being taken into account at an early stage, and relief efforts are being designed to help to ensure sustainable reconstruction and facilitate rehabilitation and the continuation or resumption of development activities. This results from a growing understanding of requirements and of roles at the country level, including between the humanitarian coordinator and resident coordinator functions, and between those functions and the functions of special representatives of the Secretary-General. The Secretary-General's reform programme includes delineation of pertinent new structures and relationships in the Organization's main substantive areas of work. It is still early for analysis of their impact, but a discussion is provided in addendum I to the present report. One of the chief elements that has emerged is a greater sense of participatory leadership in which the various relevant entities contribute to guidelines and team efforts. Related to

this is the work going forward under ACC auspices for the development of a United Nations system "strategic framework" to guide analysis and action in crisis countries, and agreement on arrangements for collaborative programming of international assistance. Also related are the joint efforts to identify functions and select candidates where the resident coordinator will also serve as humanitarian coordinator, and the coordinated efforts for mobilization of funds under the consolidated appeal processes.

122. The resident coordinator system faces particular challenges in crisis countries since United Nations system development programmes may coexist with relief and rehabilitation assistance and with political negotiations. It has become clear that those elements should inform and be informed by each other, to help ensure effective support to the peace process, where appropriate, and to support post-conflict peace-building. In two cases, the resident coordinator has been named as Deputy Special Representative of the Secretary-General, a model which may have merit elsewhere as well.

Recommendations

123. The General Assembly may wish to affirm the role of operational activities in situations of post-conflict, peace-building, reconstruction and rehabilitation. The effective integration of development cooperation and humanitarian assistance should be seen as an essential element in ensuring a smooth transition from relief to development.

124. There continues to be a need for a coordinated approach across the entire United Nations system that addresses the role of operational activities in the context of humanitarian assistance, reconstruction and rehabilitation. The outcome of the humanitarian segment of the substantive session of 1998 of the Economic and Social Council (particularly paras. 2, 14, 17 and 18) should form the basis of guidance by the General Assembly on the role of (a) the resident coordinator system, including the use of humanitarian coordinators or regional coordinators; (b) use of a strategic framework to guide United Nations assessments and to coordinate the various partners, including development cooperation agencies; (c) the relationship of the consolidated appeal process for emergency relief (CAP) and its relationship to other processes in operational activities, including programming and linkages with development-oriented activities. The General Assembly may wish to urge the United Nations system to clarify the link of UNDAF to the strategic framework and CAP in order to ensure sustainability of action.

125. All entities of the United Nations system, including the Bretton Woods institutions and all relevant inter-agency groups, should recognize and contribute to the interlinkage among efforts for humanitarian assistance, rehabilitation and development, and the relation of these to the larger context of post-conflict peace-building. Within the United Nations, the executive committees created under the Secretary-General's reform programme should become more interactive as concerns these issues so as to foster improved consultations, programming, resource mobilization and action. Intergovernmental deliberations on such items as the coordination of humanitarian assistance should take into account the related matters of development assistance, human rights and peace-building.

126. United Nations entities currently working for the development or improvement of analytic and programming mechanisms, including UNDAF, CAP and the United Nations system strategic framework for crisis countries, should draw upon each other for their mutual improvement and maximize their compatibility.

127. General Assembly may wish to take note of recent initiatives to clarify the linkage between the humanitarian coordinator and resident coordinator functions, and their relation to functions of special representatives of the Secretary-General so as to maximize the necessary cohesion for greater institutional effectiveness. Improved guidelines for each function should ensure appropriate improvements including in the selection of the resident coordinator and humanitarian coordinator. Normally, the resident coordinator should continue to serve as humanitarian coordinator and deputy special representative.

XIII. Technical cooperation among developing countries

128. The Economic and Social Council considered the revised guidelines for the review of policies and procedures concerning technical cooperation among developing countries (TCDC) both at its resumed session of 1997 and at the operational activities segment of its substantive session of 1998. Developing countries expressed the view that technical and economic cooperation among developing countries should be given ample focus for effectively integrating them into the global economy. It is, therefore, suggested that the triennial review also consider this important and evolving dimension of technical cooperation. The subject is broadly described in the report that was considered by the Council (E/1997/110). Of special relevance are the revised guidelines contained in its section

VI, particularly the provisions for greater focus by the United Nations system to this area of development cooperation, including appropriate allocations of resources.

129. As concerns UNDP, the most recent information on the funding of TCDC activities is contained in paragraph 61 of the report on successor programming arrangements (DP/1998/34). Among the salient points are the fact that 0.5 per cent of core resources are available for TCDC. Moreover, an enhanced knowledge network through the TCDC/INRES information system is being carried out. The report also points out that nearly 50 per cent of the regional and country cooperation frameworks and programme refer to TCDC as a modality for programme implementation or as a specific activity of the programme.

Recommendation

130. The General Assembly may wish to encourage the United Nations system to continue to promote TCDC by according it the requisite resources and support in all of its operational activities. It may also wish to affirm the guiding principles contained in section VI of the above-mentioned report (E/1997/110). The full potential of TCDC/ECDC should be used to complement other forms of technical cooperation both as a programme implementation modality and as a means of strengthening South-South cooperation.

XIV. Role of agencies in the field

131. In paragraph 30 of its resolution 50/120, the General Assembly stressed the important role of specialized agencies of the United Nations system in transferring and facilitating the necessary technical and substantive expertise to support national execution. In its resolution 47/199, the Assembly had previously recognized the important role of those specialized agencies, and called for a clear division of labour so as to ensure continued appropriate support by the system for programme countries. The technical agencies are currently giving renewed attention to the question of how better to link their substantive capabilities to the conduct of operational activities. Increasingly, the policy or normative or advocacy roles for United Nations agencies are closely linked to operational activities, through advisory services, particularly in the context of substantive follow-up to global conferences. Agencies with country-level presence are becoming increasingly active in thematic groups and aid coordination arrangements of the resident coordinator system, and report that these mechanisms are good vehicles for their involvement in system-wide concerns.

132. United Nations technical agencies, as important constituents of the United Nations development system, are changing considerably. The decline of funding from their traditional partner, UNDP, had a significant effect on project execution responsibilities, programme resources and staffing. From a dominant role as executing agencies for UNDP-funded projects at the beginning of the decade, these agencies have seen their participation in country-level operational activities greatly reduced. These agencies typically have had little financial relation with other United Nations funds and programmes. The resources available consequently derive primarily from the core of their regular budget financing.

133. Some agencies have difficulties responding to demands from programme countries because they are not represented in the country team. Smaller technical agencies are maintaining direct contact with national technical agencies, but their involvement in the resident coordinator system is limited. There is a danger that they may become marginalized in the future.

Recommendations

134. Agencies of the United Nations system should continue to play an important part in operational activities, particularly by taking full advantage of their normative, research and analytical mandates and capacities. Special attention needs to be given by all concerned to ensure agency inclusion in the resident coordinator system and field-level processes, including the country strategy note and UNDAF, particularly where the agencies lack independent field representation. The provision contained in paragraph 30 of Assembly resolution 50/120 concerning transferring and facilitating the necessary technical and substantive expertise to support national execution should be more fully implemented.

XV. Cooperation with the Bretton Woods institutions

135. The importance of further strengthening cooperation between the Bretton Woods institutions and the rest of the United Nations system was recognized in General Assembly resolutions 50/227 and 51/240 and Economic and Social Council resolution 1996/43. A United Nations/Bretton Woods institutions joint exploratory review (E/1998/61) was submitted to the Council at its substantive session of 1998 in accordance with Assembly resolution 50/227. It analyses relationships in six main areas, including technical

assistance, and offers recommendations for expanded collaboration at the global and country levels.

136. The present report supplements the analysis in its addendum I by drawing on the views expressed by Governments, the resident coordinator system and United Nations system organizations, with an emphasis on cooperation at the country level. Those responses generally favour a greater degree of cooperation, while recognizing the differences in mandates. With the growing convergence of cross-cutting concerns, such as the eradication of poverty and other priorities arising from United Nations conferences and summits, and with the decentralization of authority by the World Bank and other parts of the system, there is a recognition that increasing opportunities for country-level cooperation exist, in full consultation with the host country. The resident coordinator system is becoming more involved in supporting the policy dialogue, as foreseen in paragraph 21 of Assembly resolution 50/120. Moreover, the resident coordinator system and the representatives of the Bretton Woods institutions are increasingly engaged in the exchange of information during visits of country missions, and the sharing of data, analyses and programming frameworks. Cooperation in the follow-up to global conferences takes place within the thematic groups, which can lead to mutually supportive programming activities. Collaboration is also becoming stronger in the context of consultative group meetings, round tables and in supporting Governments' coordination responsibilities, where requested. The Bretton Woods institutions are associated with several UNDAF pilot exercises, and cooperation is foreseen in preparing the UNDAF and World Bank country assistance strategy in two pilot countries. Opportunities for further cooperation arise from the joint commitment to eradicate poverty and common concerns in a number of areas. These range from reform of public administration and achieving social inclusiveness, particularly during periods of economic reforms and adjustments, to reversing the decline in resources for development, particularly through multilateral channels. Several initiatives to exploit such opportunities are ongoing between individual United Nations organizations and with the UNDG and the World Bank.

Recommendations

137. The General Assembly may wish to take note of recent improvements in the prospects for increased complementarity and better cooperation on policies, programmes and activities between the Bretton Woods institutions and the rest of the United Nations system. In this connection, it may also wish to take into account that consideration by the Council of the above-mentioned report

on the joint exploratory review of cooperation between the United Nations and the Bretton Woods institutions will take place at the resumed session of the Council.

138. The Assembly may also wish to call for continued efforts to foster cooperation and dialogue among relevant institutions, particularly at country level, in the assessment of country situations, and support to the implementation of national policies and in providing development assistance. The General Assembly may wish to invite the Bretton Woods institutions and the rest of the United Nations system to maximize cooperation, consistent with the host Government's preference, while respecting their respective mandates and responsibilities. As members of ACC, though not part of the resident coordinator system, representatives of the Bretton Woods institutions should be encouraged to participate actively in the United Nations country team, including in thematic groups and field-level committees, and to maximize information-sharing and substantive dialogue in order to strengthen the follow-up to global conferences and increase the impact of United Nations system development assistance. The decentralization of World Bank responsibilities, currently in process, could be used as a further opportunity to foster closer cooperation.

139. Building on existing arrangements and consistent with host government preference, steps should be taken to strengthen cooperation among the Bretton Woods institutions and the rest of the United Nations system in support to government external resource mobilization and aid coordination efforts, including through the round-table process and consultative group mechanisms and other arrangements for policy dialogue with donors.

Notes

¹ Responses were received as follows: recipient Governments, 55; major donor Governments, including a collective response by the European Union, 17; resident coordinator system, 95; and United Nations system agencies, funds and programmes, 25. In addition, the report relied on data collected by the Department of Economic and Social Affairs of the United Nations Secretariat in 1997 on field-level coordination, and on information obtained through the ACC Consultative Committee on Programme and Operational Questions (CCPOQ) and the United Nations Development Group (UNDG), and other relevant bodies.

² The conclusions of the six impact evaluations are provided separately; the full studies are available upon request from the Department of Economic and Social Affairs, Development Cooperation Policy Branch.

³ Further information on the impact evaluations, which took place in Brazil, El Salvador, Mali, Pakistan, Uganda and

Zimbabwe, is contained in a conference room paper submitted to the Economic and Social Council at its substantive session of 1998; individual reports can be obtained from the Department of Economic and Social Affairs. The first set of impact evaluations was supported financially by Canada, France, Ireland, Switzerland and the United Kingdom through the Trust Fund on Case Studies for Operational Activities for Development.

⁴ Two pilot phases were identified by UNDG: the first phase included 11 countries: Ghana, Guatemala, Madagascar, Malawi, Mali, Morocco, Mozambique, Philippines, Romania, Senegal and Viet Nam; a second group of countries was added to the pilot phase, including Colombia, Kenya, India, Namibia, South Africa, Turkey and Zimbabwe.